

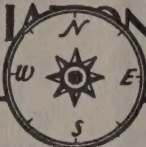
The COMPARASS

AMERICAN ASSOCIATION OF SOCIAL WORKERS

130 E. 22d St. New York City

FEBRUARY, 1936

VOLUME XVII, NUMBER 6



Delegate Conference Number

SCHOOL OF SOCIAL WORK
University of Illinois
1101 Pier, CHICAGO

GRANTS TO STATES FOR RELIEF PUSHED

Social Workers Vote Formal
Demand Also for Continuing
Federal Job Program.

CITE SPECIAL NEED CASES

End of Government's Direct Aid
Declared to Have Spread
'Pauper Treatment.'

Special to The New York Times
WASHINGTON, Feb. 16.—Federal
grants to the States to assist them
in meeting the needs of the un-
employed under the Works
Progress Administration and Social
Security Act were urged in resolu-
tions adopted at the closing session
of the annual conference of the
American Association of Social
Workers here today.

Long-Range Relief Held Real Solution

The Federal Government must do
relief a long-range program to
meet present emergencies, delegates
to the conference of the association,
held here today, said. The long-
range program, they contended, is
the only way to meet the needs of
the unemployed in the future.

W.P.A. HELD STEP TO MEET NEEDS

Williams Admits Relief Is
Partial, but Asks Nine Bil-
lions to Hire All.

A work program for any person
unemployed and able, regardless of
whether or not he is eligible for relief,
would be a step toward meeting the
needs of the unemployed.

INSIST STATES NEED FEDERAL RELIEF AID

Social Workers, Convening in
Capital, Assert WPA Does Not
Solve the Problems.

REFUSALS OF WORK DENIED

Delegates From 25 States Re-
port Hardships Following
End of Federal Grants.

Special to The New York Times
WASHINGTON, Feb. 16.—Re-
solutions and continuation of Fed-
eral aid to the States to meet relief
needs unprovided for in the Works
Progress Administration and Social
Security Act were urged in resolu-
tions adopted at the closing session
of the annual conference of the
American Association of Social
Workers here today.

Social Welfare Parley To Start Here Today

A three-day conference of social
workers and welfare workers will
begin here today. The conference
will be held at the Mayflower Hotel
and will be presided over by Dr.
Dorothy C. Kahn, president of the
American Association of Social
Workers.

This we have achieved
through a work program in a month
that no other nation could not ac-

Social Workers Ask U. S. Relief Grants to States

Conference Also Calls for
Long-Term Work Program
and Care for Transients

Local Control Proposed

Federal Commission

to Study the Problem

of Unemployment

and the Need for
Relief.

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LONG-TIME BASIS URGED FOR RELIEF

Additional Direct Program
for U. S. and States Asked
at Conference.

Consolidation and strengthening of
the Federal work-relief program and
additional direct relief program were
urged yesterday by the American As-
sociation of Social Workers at the
closing of a three-day conference at the
Mayflower Hotel.

Delegates advocated that the work
program be put on a long-time basis
for those whose needs are not met
through provision of employment they
advocated Federal aid to States for
local administration of direct as-
sistance.

The role of the States in the
work-relief program was the char-
acteristic feature of the conference.

SOCIAL WORKERS TO TALK SECURITY

Work Programs as Relief
Also to Be Discussed
by Conference.

The social security act and work
programs as relief measures were to
be discussed today at the second ses-
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Relief Parley Asks Federal Aid for States

Seeks to Help Jobless
Not Cared for in
Work Program.

Problems of Transients,
Needy Ill Discussed
by Speakers.

Federal grants to States to aid
in establishment of a direct relief
program for those persons who
cannot be provided for through a
work program was urged yesterday
by delegates to the annual confer-
ence of the American Association
of Social Workers.

The delegates who completed
their three-day session at the May-
flower Hotel also asked for con-
sideration of the Federal work pro-
gram on a long-time basis.

Ellen C. Potter, M. D., of Tran-
ton, director of medicine of the
New Jersey State Department of
Institutions and Agencies, An-
nette Cannon, of New York, and
Hugh R. Jackson, executive sec-
retary of the New York State Gov-
ernment's commission on unemploy-
ment, addressed the confer-
ence.

U. S. Asked to Take Over Relief Burden

Formulation of a Federal transi-
ent relief program is a vital necessity,
the speakers said. The problem is
essentially national, they said.

Yesterday the American Asso-
ciation of Social Workers met for
its annual conference at the May-
flower Hotel.

Dr. Potter did not only the care
of transients but the care of all
destitute persons. She urged renewed Fed-
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Unemployment Relief at the Crossroads?

Welfare Workers Hi Vacillating Policy Government on

NEW factors are making their ap-
pearance in the national relief
scene.

As a result the Federal Govern-
ment may find it necessary to make
certain changes in its handling of
the relief problem.

Years ago the word "doles" was
something to be avoided in both
private and official circles. Its con-
notation was thought to be unpleas-
ant to the public.

When the Federal Government
entered the relief business on a
wholesale scale the "dole" was em-
ployed—albeit under different terms.
Last November the Federal Govern-
ment "quit this business of relief"

and entered the next stage of the
relief journey—the work program.
In doing so, however, millions of un-
employed were forced back onto the
States and cities for care. In

welfare programs were not able
to provide adequate direct relief.

Here is an example of what the
survey disclosed: Families of five
and six members required to exist on
relief allowances of \$2.25 for a
week period in November.

While relief, in itself, is being
in one State (Walter J. Kahn,
secretary of the American Associa-
tion of Social Workers, said).
The nation's mild health
subjected to of any medica-
tion neglect, o

States and 38 local relief adminis-
trators representing a combined
population of 82,752,373 reveals.

That the reduction of Federal re-
lief grants, faster usually than trans-
mission possible to WPA, left
in a heavy double burden
of many employables in
all the so-called unem-

in other emergency
in the "security"
That they are
able-bodied ap-
peals for help
for them to
ment. In
cants are
admitted
and by
load
RDENS REMAIN
most areas this action
reduction in the fam-
ilys. Medical care is
needed.
WPA wage of
relative needs of
neediest group
been while re-
cases, the SIV
they con-
elementary

AASW Conference Discusses Public Assistance Problems

CURRENT problems facing the vari-
ous states and the federal govern-
ment in the field of public assistance
were discussed by leaders in the field
of human welfare at a three-day con-
ference of the American Association
of Social Workers held in Wash-
ington beginning last Friday. Two hun-
dred delegates from seventy-five
chapters of the AASW located in the
forty-eight states of the United
States and its possessions attended the

conference. The delegates will be
meeting today at the Mayflower Hotel
and will be presided over by Dr. Dorothy
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Williams Hits Poverty Foes

Hopkins' Aid Assures U. S.
Jobs Who Want Them

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WILLIAMS DEFENDS AID-WORK PLANS

Deputy WPA Head Replies
To Attacks of Social
Service Group

Declares Return To Old Pro-
gram Would Bring On
Reaction

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GORMICK MEMORIAL
250 North Dearborn Street
Chicago

The Conference and the Association Program

THE objectives of the Association for this year, as outlined by the Executive Committee last fall and presented to the membership through the November *Compass*, provided the setting for the 1936 Delegate Conference which has just been held in Washington. As a conference it could stand on its own feet but an appraisal of it as an asset for social work rests partially at least on the fact that it carried forward and made more useful the efforts of the whole Association and the activities of its members.

Out of the chaos which has involved the relief situation, the Association in November announced its decision to use all of its influence in favor of a program which would re-establish an orderly, stable and inclusive relief system on a national basis. Particularly the Association set out to show the need for an underpinning program of assistance on which the work programs and other security measures could be soundly built. The steps to be taken were:

Showing of Need

Just before the Conference the Association released to the public a survey presenting definite evidence that the federal government's withdrawal from cooperation with the states on a relief program had jeopardized the welfare of a very large proportion of the families and persons needing governmental aid. This information furnished to the public has received widespread attention.

Developing a Platform

Meanwhile it was recognized that the argument must be made and forcefully presented because of the lack of public understanding of the issues in the relief crisis. During the intervening months members of the Division on Government and Social Work have been formulating the platform and have been in frequent communication with government officials and members of Congress.

Association Participation

In each step as recognized by the Executive Committee, it was desirable to secure participation of the chapters and members of the Association as fully as possible, recognizing that no national advance could be made without general acceptance locally and in the states that federal participation was an essential part of each community and state program. In the gathering of information about relief needs, in studying and interpreting this material to local officials and other cooperating agencies, the organization of public meetings and other means of interpretation, most

of the chapters have been unusually active during the winter.

Cooperation of Other Organizations

Beginnings have been made also in line with the Executive Committee decision to effect alliances with other organizations, national and local, in pursuing the year's objectives.

Interpretation

In setting out to make information available, clarify issues which were misunderstood, and to urge national action, the Executive Committee recognized that it must find means for the Association and the chapters to reach the public. All available resources of the Association were therefore voted to set up an interpretation program. It was this decision which made it possible to get widespread public use of the survey on relief needs and a widespread hearing for the Delegate Conference itself.

The Conference

With these activities as a background the Conference was held. Its program was in a sense an elaboration of the need for a new national set up. Its sessions dealt with (1) a summary of the present situation; (2) the validity of relief needs; (3) the limitations of other existing measures including local and state capacity; and (4) and (5) the particular ways in which a national assistance program could be soundly developed. Discussion sessions were interspersed and the final session passed on the statement of platform which had been developed during the winter by the Division on Government and Social Work.

The Conference, in addition to newspaper publicity, had nation-wide radio audience when Grace Abbott spoke over the NBC network, and the development of alliances with other interested agencies was exemplified by the attendance at the Conference for the first time of representatives of a number of national organizations.

Not least of the values which may accrue from this Conference is the collection of prepared papers which elaborate the Association's platform and include many of its findings, constituting a comprehensive record not previously available from the discussion methods of earlier conferences. These papers will be published in one volume, thereby extending the use of Conference material to all members who wish to have it. This forthcoming publication has already been heralded as one of the important documents about relief and the depression, about the present relief crisis, and about social work.

Program of the Delegate Conference

Mayflower Hotel, Washington, February 14, 15 and 16, 1936

Friday, February 14

MORNING SESSION

Opening of the Conference.

The Occasion for the Conference.

DOROTHY C. KAHN, Philadelphia, Pa.
Executive Director, Philadelphia County Relief Board.
President of the American Association of Social Workers.

Social Workers and Public Welfare Developments.

GRACE ABBOTT, Chicago, Illinois.
Editor of the Social Service Review and Professor of Public Welfare Administration, School of Social Service Administration, University of Chicago.

Friday, February 14

AFTERNOON SESSION

Relief and the Struggle for Independence.

GRACE MARCUS, New York.
Case Consultant Institute for Family Service of the Charity Organization Society.

The Myth of Work Refusals.

MRS. ROSLYN SEROTA, Philadelphia, Pa.
Junior Supervisor of the County Relief Board.

Unmet Needs as Shown in Practice.

VIRGINIA WING, Cleveland, Ohio.
Executive Secretary Brush Foundation.
MARGARET JOHNSON, Cleveland, Ohio.
School of Applied Social Sciences, Western Reserve University.

Local Relief without Federal Aid.

(Brief reports from several localities.)
MARY RAYMOND, New Orleans, La.
ERNEST F. WITTE, Lincoln, Nebr.
MRS. W. P. McDERMOTT, Little Rock, Ark.
KATHERINE GOODWIN, Madison, Wisconsin.
DOROTHY FAUS, Denver, Colorado.
PETER KASIU, St. Louis, Mo.
MRS. EMILY HARRIS, Seattle, Wash.
MRS. ALBERT CAVO, Alabama.
MRS. RUTH ATKINSON, Florida.

EVENING SESSION

Discussion.

Saturday, February 15

MORNING SESSION

Work Programs as Relief Measures.

HARRY GREENSTEIN, Baltimore, Md.
State Relief Administrator, Maryland Board of State Aid and Charities.

The Social Security Act as a Relief Measure.

EWAN CLAGUE, Washington, D. C.
Assistant Director, Division of Statistics and Research, Social Security Board.

Private Agencies and Public Welfare.

LINTON SWIFT, New York, N. Y.
General Director, Family Welfare Association of America.

Local and State Governments and Limitations on Their Revenues.

J. ROY BLOUGH, Cincinnati, Ohio.
Professor of Economics, University of Cincinnati.

AFTERNOON SESSION

Clearing the Lines of Responsibility.

WILLIAM HODSON, New York City.
Commissioner of Public Welfare.

The Personnel Factor.

FLORENCE SYTZ, New Orleans, La.
School of Social Work, Tulane University.

Knowing the Relief Load.

RALPH G. HURLIN, New York City.
Director of Division of Statistics and Research, Russell Sage Foundation.

EVENING SESSION

Works Progress Administration.

AUBREY WILLIAMS, Washington, D. C.
Assistant WPA Administrator.

Discussion.

Sunday, February 16

MORNING SESSION

Absorbing the Transient.

ELLEN C. POTTER, M.D., Trenton, N. J.
Director of Medicine, New Jersey State Dept. of Institutions and Agencies.

Findings on Medical Problems.

ANTONNETTE CANNON, New York City.
New York School of Social Work.

The State's Part in a National Program.

HUGH JACKSON, New York City.
Executive Secretary, New York State Governor's Commission on Unemployment Relief.

AFTERNOON SESSION

Discussion.

Legislative Objectives of the American Association of Social Workers.

Outline for a Federal Assistance Program

Drafted by the Division on Government and Social Work

Approved by the Delegate Conference, February 16, 1936

SUMMARY

As a necessary foundation structure for public employment or other security programs, the AASW advocates a system of federal grants-in-aid to states for public assistance, to be allocated under conditions to be laid down by the federal government, with actual administration of such funds, together with state funds, left to the states.

By public assistance is meant public provision for those needing aid on a standard necessary to maintain life, health and decency, intelligently administered and thus distinguished from traditional pauper relief.

This proposal is made, not as substitute for federal employment programs, but as a means by which those programs can be continued and strengthened, and in combination can provide a rounded program of security.

REASONS FOR THE ASSISTANCE PROGRAM

This Association and social workers everywhere have direct and convincing evidence that the need for relief is urgent and nation-wide, and that prevention of great suffering and want now and for years to come can be accomplished only by the cooperation of the federal government.

Legislation to make such grants effective is of the greatest immediate importance to create a sound system of public assistance as a basis for other security measures and to make it possible to put the government work programs on a more effective basis, and in the hands of competent personnel.

It is necessary to impress the need for such legislation on the Congress, the Administration, and the general public, in view of the fact that the greatest peacetime appropriation in history is now being expended on a program designed to give employment to the unemployed, leaving a supposedly modest burden of relief to be carried by the state and local governments. To these provisions are added assistance grants to states for old age relief, for dependent children, and for the blind. There is also public expectation that privately supported charitable organizations will accept the responsibility of caring for some share of the relief population. The assumption that all relief needs are being met satisfactorily by these combined sources is natural, but is not a fact.

The fact is that at no time since the federal government assumed responsibility through making loans to states in 1932 for aiding those unemployed has the position of vast numbers affected by the depression been so insecure.

Our recent survey covering various states indicates that the governmental work programs do not and cannot provide for all those unemployed who are able to work. Vast numbers of other persons are in need of relief and for them there is no assured provision in the assistance programs of the state or local governments. These needs will continue for many years to come, and are so vast that they create a relief problem far greater than any relief responsibility ever shouldered by state and local governments. The withdrawal of federal relief funds has resulted in low grade pauper treatment over wide areas, due to reduction of relief grants and lowering of personnel standards and administrative practices. Nothing but intense suffering and demoralization attendant upon harsh and oppressive administration of relief is in store for a great number of families.

The obvious remedy for unemployment is employment, either in industry or under governmental auspices. If government is called upon to bridge the gap, then the workers should be selected on the basis of their ability to do the work, rather than on their need of relief, and the task to be performed must challenge the skill and ability of the workers, while the rate of pay should not depress wages for similar work in private industry.

We are convinced that the size of the work program should be determined by these basic factors, rather than on any predetermined number of persons to be employed. Otherwise the entire program is exposed to hostile attacks which are not warranted by its intrinsic value. If it were not necessary to promote a work program of any certain size the experiment of providing work could be tried project by project and allowed to prove its value to the community and to the worker.

Relief is not a desirable substitute for an economic income. The fact that a substantial part of our population is forced to live on public assistance and is denied the opportunity of self-respecting labor is a tragic reality. When there is no job and when resources are gone, relief is a right to be availed of without hesitation or bad conscience. It is not the act of taking relief which

discredits society and the individual, but the fact that an income is not available. Enforced idleness is the curse for which relief is unfortunately the only temporary and partial remedy available. No one defends existence on relief as a way of life. It is tolerated and must be perpetuated until self-support becomes a possibility. Let the condemnation of society be directed against the causes of human misery and not against the measures which have to be adopted to mitigate suffering.

The acceptance of continuing federal responsibility and the consequent adoption of a stabilized and long-time program would avoid the difficulties met with in improvised and highly centralized emergency administrative structures. Under such a long-time program an increasingly selective and discriminating system of aid manned by competent personnel selected on the basis of merit would give the assurance of security necessary to maintain morale of those dependent on such programs.

Local and state governments are unprepared to assume the whole relief burden left with them by the federal government. Many are financially unable to do so, because of constitutional and fiscal limitations. Because of limitations in the laws governing settlement they are particularly unprepared to deal with the transient and homeless, who in large numbers are adrift as a result of the depression. The funds available through private charity are so infinitesimal as to offer no substantial solution to the problem. Therefore the federal government's present program, while offering the opportunity of work for a large proportion of those in need, in effect abandons the remaining families and persons to a precarious and deplorable existence dependent upon inadequate and often non-existent local resources.

The public fails to comprehend that despite the enormous sums available, the recent change in the federal program has increased rather than lessened the misery and deprivation of a large part of the unemployed and others in need. The imperative need is the realignment of federal, state and local forces in a supreme and sustained effort, reaffirming the policy of a cooperative relationship between the three levels of government covering financial participation and standards of personnel and administration.

In making this proposal we acknowledge that the federal government has since 1933 conducted energetic and diverse programs of care for those dispossessed during the depression, and has exerted a more effective influence in the direction of improved relief administration than in any other period in the history of this country. Full recognition is also given for the attempt, through the work program, to set up a system of relief which

is designed to provide more fully for the needs of those whom it can serve.

It is proposed, in order to safeguard these factors and at the same time to establish a system by which basic social security may be provided, that the following program be adopted by the federal government.

I. Emergency Program

For the current fiscal year it is proposed that federal grants to states for general relief and care of transients be made for the remaining four months of the present fiscal year. This program is in addition to the present program under the WPA and other forms of assistance.

II. Continuing General Assistance Program

Legislation is recommended for a continuing assistance program for the next and succeeding fiscal years.

Wages earned through useful work are far more desirable than relief for a large proportion of the unemployed now on the relief rolls. But there are a vast number of unemployed not yet on the relief rolls whose needs for genuine jobs is just as great. Several million families and individuals will continue to need relief because of physical disability, size of family, lack of wage earners in the family, or unavailability of suitable work at a given time. Toward all of these groups we believe that federal, state and local governments share a responsibility which government as a whole cannot ultimately escape.

Congress should, therefore, set up a plan by which grants-in-aid to states should be made for general assistance to families and persons in need, and for transient care. The federal authority to make such grants should be lodged in one of the regularly established departments of the federal government, closely allied to related governmental services and particularly to the Security Act grants for old age assistance, aid to dependent children, and the blind.

States should regulate the local administration of their assistance programs under certain minimum general standards to be established by the federal government as conditions of grants.

These should be conditional to reasonable financial participation by state and local governments, bearing in mind, however, the limitations on the taxing authority of these governmental units, and on the fact that the need for relief funds may be in inverse ratio to the capacity of different parts of the country to pay. The federal government would be expected to provide a substantial part of the total expenditure, and to make its grants in accordance with the extent of need and the ability of each state to bear a proportionate cost.

1. Grants-in-aid

The grant-in-aid system should comprise:

- (a) Initial basic grants to all states, fixed either at a small proportion (perhaps 25 per cent) of their total expenditures for relief, or upon some simple basis such as per capita of population.
- (b) Equalization grants, designed to balance the disparity between states in wealth and income on the one hand and needs and liabilities on the other hand.

2. Board of Allocation

Such grants should be made by a Federal Board of Allocation and Review, which should be divorced from administrative responsibility, and should have the following major functions:

- (a) Fixing the general conditions under which all grants are to be made under the terms of the law, including minimum standards as to adequacy of service and relief, personnel, and state and local administrative set-up.
- (b) Holding public hearings for the determination of the grants to each state, in which both the federal relief authority and the appropriate state authority shall present their facts and proposals as the basis for the Board's decision.
- (c) Hearing and determining questions from the states or the federal relief authority concerning the interpretation of the terms of a grant, or modifications therein.

3. Administration

After transfer of funds under such grants, the direct supervision and actual administration thereof should be left entirely to the state and its subdivisions under the terms agreed upon. The functions of the federal public assistance authority should include among other things:

- (a) Receiving from the states plans for the administration of public assistance and other data preparatory to grants, and the presentation of recommendations and additional data thereon in the public hearings above described.
- (b) Observation through a field staff of the extent and manner of fulfillment of terms of grants, particularly in the employment of personnel on a merit basis, and reports thereon to the Board.
- (c) Advice and interpretation to the states, where requested, upon the terms of grants, with appeal therefrom to the Board.
- (d) The collection and analysis of such statistics and other data as may be deemed essential.

- (e) Leadership in the development and interpretation of standards in administration of public assistance programs.

4. Standards

Public assistance should provide at least a minimum necessary to maintain life, health, and decency, sufficient to purchase under local conditions and price variations the elements of a standard budget.

5. Budget

The size and cost of such an assistance program will depend on the extent to which the work program functions and on the size of the unemployment load.

III. Work Program

We advocate an employment program designed to offer work to as many as possible of those who are unemployed and able to work.

We are not attempting to set up or define details of a work program. We do, however, suggest certain conditions outlined below, which are needed to prevent a work program from degenerating into a combination of work and relief, which we believe is neither good work nor effective relief. Such principles would be practicable, if the assistance program described above were in operation, because projects could be developed on the basis of genuine value instead of being promoted to give employment to certain numbers. The assistance program would provide in this way a necessary underpinning and safeguard to the works program.

These conditions recommended for an employment program are as follows:

- 1. It should be entirely divorced administratively from the assistance program.
- 2. The only projects to be continued or developed should be those which offer genuine work with material usefulness or cultural values and which are suited to the capacities of those to be employed.

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3. The number so employed shall be conditioned upon the number of genuine jobs available, rather than upon pressure to put a maximum number to work at a given time.
4. In developing a work program it should be so planned that eligibility for jobs would be based on the skill of the worker and not on his need.
5. Work should be paid for at hourly rates of wages equal to those prevailing for similar work in the locality or to the union scale of wages where such scales have been developed. It is intended that a rate of compensation should be such as to provide the individual at least the minimum necessary for the maintenance of a decent standard of living for himself and his dependents.
6. Conditions of work in employment projects should not be less favorable than those obtaining for similar work in private employment, and should in all cases be in conformity with state, legal, and trade union standards for health and sanitation.
7. The relationship of the public employment administration to any individual worker should be considered the relationship of employer and employee, and all workers on these projects should have the same rights of organization and collective bargaining which are exercised by workers in private employment.
8. Compensation for all injuries sustained in course of employment on any federal work project should be provided under the Federal Workmen's Compensation Law for Civil Employees, and those on state work under the State Workmen's Compensation Laws.

It is impossible to make up a budget for such a work program, except on the basis of accepted projects, because the kind of labor involved, the

wages, and the cost of materials would be unknown quantities.

The work program should therefore be organized on the assumption that its extent would depend on the number of socially useful projects meeting the above requirements. We would urge diversification of projects with an expanding public works program, expansion of government services, and other similar projects which could furnish employment for large groups of workers who are unemployed.

It is obvious that the number of people who can be employed in such a program would depend upon several factors, such as:

1. The number and type of work projects which can be legitimately developed to meet the requirements named above.
2. The total funds available from federal, state, and local governments.
3. The necessity of reserving sufficient funds to provide for families whose need of assistance is not met through a work program.

IV. Employment Service

Since an effective system of employment offices would be required for the works program (and registration should also be required for relief families), the public employment service should be continued and strengthened, particularly in the development of competent personnel selected on the basis of merit.

CONCLUSION

The AASW urges the establishment of federal grants to states for a general assistance program as a practical and feasible way of marshalling present forces to meet a present crisis, to create a basic national assistance program through cooperation of the federal, state, and local governments, and to prevent continued suffering and the threatened disintegration of the foundations of such a service which we had begun to build.

Report of Conference Resolutions Committee

This Committee was instructed to report on resolutions which it received either as incorporated in recommendations for action or referred to Chapters or Committees of the Association for further discussion.

The Committee's action was guided by two principles later endorsed by the Conference.

I. That resolutions on subjects germane to the Conference would be considered; other requests for action would be referred to the membership and chapters for further discussion.

II. That as a focus for legislative effort on the part of the Chapters of the National Association the Committee would recommend a statement of principles instead of recommending an endorsement of particular bills. The Committee presented the following recommendations:

- (a) That the principles of a federal assistance program as drafted by the Division on Government and Social Work be endorsed by the Conference. (After discussion by the Conference this outline was accepted

with certain changes to be made by the Committee on Resolutions.)

- (b) The Committee recommended that the following statement on health services be endorsed:

"We believe that medical care in sickness is one of the essentials of life, just as are food and shelter, and that we need:

"1. A country-wide permanent plan for improvement of facilities for health care integrated with other parts of the welfare program of the community.

"2. An interim plan for health care to fit in with present transitional relief measures.

"We believe that any plan for improvement of health care should include both preventative and curative measures, and should include both acute and chronic sickness in its provisions.

"We believe that medical relief should be administered under medical auspices and that medical and social study and treatment should be correlated in the care of the sick."

The Conference adopted this resolution.

III. The Resolutions Committee recommends that a resolution drafted by the Association's Committee on Housing be referred to the chapters of the Association for further discussion and action. The Conference accepted this resolution. (The resolution stated that housing is the most effective means of ending the depression and under certain conditions low cost housing should be provided and managed by governmental agencies.)

IV. The Committee reported a request that the Association ask for support for "the principle of discretion not to deport in any case of aliens of good character who have not been convicted of a major crime and whose deportation would result in the separation of families or other undeserved hardship" as such principles are incorporated in the Kerr-Coolidge Bill before Congress.

The Committee recommended that this matter be referred to the chapters. The Conference accepted this recommendation.

V. The Committee recommends that the request for endorsement of the Relief and Work Project Standards Bill by Representative Marcanonio be referred to the chapters. This recommendation was accepted by the Conference.

The principles of this measure as outlined by Albion Hartwell of the Interprofessional Association are as follows:

The core of the bill provides for a national committee of fifteen, five representing social work, five representing workers' organizations, and five chosen by the FERA, with correspond-

ing state committees of nine.

The responsibility of this committee is to decide the eligibility of states for money for either work or relief on the basis of the standards.

The administrative body for relief funds is with the FERA, and for work funds with the WPA, but they would act only as distributing agents.

The provisions of the bill cover both direct relief and work relief. The budget suggested for the fiscal year July 1, 1936, to June 30, 1937, would be two billion dollars for direct relief to the FERA, two billion dollars to the WPA for State Works Projects, and two billion dollars to the WPA for Federal Works Projects.

Relief and work grants to states shall be made first on the basis of population, with an additional grant on the basis of need.

VI. The Committee recommends that the request for endorsement of the Frazier-Lundeen Bill be referred to the chapters. This recommendation was accepted by the Conference. The following are principles of the Frazier-Lundeen Bill as taken from its preamble:

"1. A system of nation-wide social insurance providing for all workers including farmers, self-employed and unemployed.

"2. Compensation equal to average earnings but not less than a minimum standard of living.

"3. Democratic administration by workers.

"4. To be financed as a primary charge on national wealth as a regular part of the Federal budget."

VII. The Committee recommends that a proposal from the New York City Chapter regarding next year's Conference program be referred to the national office for further consideration. This recommendation was accepted by the Conference. The New York Chapter recommended that a full session next year be devoted to the subject of interpretation because of the interest which has been shown in the subject during the 1936 Conference.

The Executive Committee prior to the Conference requested the members of the Division on Government and Social Work to act as the Resolutions Committee. Those present at the Conference constituting the Resolutions Committee were:

Frederick Daniels, New York, Chairman
William Hodson, New York
Grace Abbott, Chicago
Ewan Clague, Washington
Harry Greenstein, Baltimore
Dr. Ellen C. Potter, Trenton
Linton Swift, New York
Helen Crosby, New York, Secretary

The Testimony of the Conference

A Summary of the Proceedings Prepared by the Report Committee

URGENT demand for a return of the federal government into the field of direct relief was the theme which ran through all of the sessions of the Delegate Conference. No matter what angle of the relief problem was under discussion by guest or member speaker, this demand was reiterated over and over again. In the final session, the Conference passed a resolution covering it as soon as stated, thereby reversing the present emphasis of the federal government by standing for adequate direct relief as the cornerstone of the whole relief program, with as large a work program developed secondarily as might be found feasible and possible.

A feature of the Conference was the absence of opposition to the main theme, from either right or left, and a willingness to get ahead with a statement of opinion to which all present were able to subscribe.

FRIDAY MORNING SESSION

Dorothy Kahn, in opening the Conference, called for "the further development of an integrated, adequate and truly American system of social security," and said that "as a nation, we have yet to face squarely the problem of maintaining large numbers of people, the cause of whose distress is unacceptable to us."

A large body of public opinion has sincerely believed that a huge emergency appropriation would wipe out the problem once and for all. When it did not do so, "we find the unemployed maneuvered into the position of bearing the blame for their own need. The concern of social workers in the immediate situation is with the theory that by putting so and so many people to work the federal government is relieved of further responsibility for the millions for whom there is no work and little or no provision for bare maintenance . . . and there is no substitute for maintenance."

No Single Approach

The Association holds that governmental relief programs must be broad enough to include all whose needs must be met. But there is no single, all-sufficient approach to such a program. We have attacked, but not conquered, a problem which every thoughtful economist recognizes is of growing proportions and chronic in its nature in our present social life. All these attacks, all the things that have been done in the name of emergency relief and work lose their significance if they do not provide reasonably continuous security for the individuals they are designed to aid.

The concern of social workers is with a program

of governmental action adapted to the needs of people; the purpose of the Conference to consider every aspect of that program. "Our approach is through the single channel of professional knowledge and experience. . . . We have but two questions to ask ourselves. What do we see as the government's obligation to its people at this point in our history, and, how can that obligation be discharged most effectively?"

Conversion by Exigency

Grace Abbott reviewed the changes in attitude and opinion, not only of the public, but of social workers, under the events of the past few years. There is now little difference among social workers on the necessity of a strong program of public services, but the public has been converted only by exigency. Some persons do not really believe in public activity and are waiting none too patiently to go back to private activity. Social workers must reckon with these points of view which are not their own.

She traced the course of emergency efforts, pointing out that before 1929 "state relief was just as revolutionary and as wrong as federal relief." Nothing was ever done by conviction that federal aid was the right method; every step in that direction was taken "under the relentless pressure of necessity." Although many social workers at first favored work integrated with relief, they have gradually, under the impact of experience, come to see that the two do not mix, and as the present WPA program was being formulated they pushed steadily for their separation.

Miss Abbott reminded her audience that WPA is only a part and not the heart of the President's security program, which inadequate as it is, and full of gaps, is still a long step forward in public acceptance of responsibility. Its categories, she felt, are unsound, its most serious weakness the lack of any provision for basic public assistance. "We should ask for permanent grants-in-aid to the states on the same system as grants for child welfare and for the aged." The theory that relief is a local problem can be practiced, she reminded, by state legislators as well as by Senators and Congressmen, and the whole relief problem pushed steadily back onto the smallest and weakest units of government. There can be no security for the people of the country without federal instrumentality in basic public assistance.

FRIDAY AFTERNOON SESSION

The Friday afternoon session focussed on current public opinion towards the unemployed and

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vividly portrayed the hardships of the present situation.

What is the tenor of the public mind toward the relief client today? It is repossessed by old delusions about dependency and relief, said Grace Marcus. Personal independence is assumed to be synonymous with economic independence. The mounting numbers on relief and the mounting costs are interpreted as evidence of administrative inefficiency and illegitimate dependency. Belief that the unemployed are parasites, chiselers, slackers, grows until administrative staff and clients alike become objects of public discipline and criticism. Finally, relief, rather than the social and economic maladjustment which has produced the need, becomes the scapegoat, "the treatment has caused the disease."

Such misconceptions, such attempts to evade the real economic and social problems have encouraged a "flighty search for economic and political panaceas." The cure of the disease has seemed to lie in the development of safeguards against its mythical evils, such as making relief difficult to obtain, or so small in amount as to threaten health and laying continual emphasis on the stigma of relief. Unstable and shifting administration results, with frequent threats of discontinuance. The inevitable consequence has been an increase in the very problems which the safeguards were designed to prevent.

Delusions vs. Reality

Professional social workers, because of their intimate daily contact with the unemployed, are in possession of the impartial facts which alone have the power to expose the nature of these delusions and their inevitable consequences. We have a definite responsibility to present and interpret the reality. As social workers we do not idealize the unemployed, but we know how bitter a fight previously self-supporting workers usually wage against the surrender of their independence. We know their fears of a "terrifying submergence into the anonymous mass of the dispossessed, of the loss of a cherished identity, of the right to privacy and to manage their own affairs; we know that relief is hated and feared not only as a symbol of their personal collapse into servitude, but as a subtle poison to which they may succumb despite themselves . . . they wonder whether some guilty failure in themselves has brought them to defeat." We know of their efforts to keep off relief, their lowering of essential standards, their search for work, until faith in capacity to get or hold a job is weakened, their health impaired through enforced neglect; and we know their suffering while "imprisoned in empty time."

These facts are our ammunition in the destruc-

tion of the relief and dependency myths, not as a vindication of relief which is an inferior substitute for earned wage income, but to the larger end of enabling our society to face and deal with the deeper problems of our economic and social order.

More Realities

One persistent delusion on the part of the general public pointed out by Miss Marcus has been that the unemployed prefer relief to work to such an extent that they turn down offered jobs. Roslyn Serota in discussing the Myth of Work Refusals indicated the definite procedures whereby social workers may track down and dissipate such rumors and misconceptions. Incidentally, this particular delusion assumes that the economically dependent person has forfeited his privilege to choose a job on the basis either of his capacity or of preference. Impartial facts revealed by studies in four cities show that a very small proportion of job refusals are without justification. Physical disability, inability to perform the job offered, current employment, sub-standard wages, are revealed as the common reasons for job refusals. Philadelphia has effectively used a Job Refusal Committee to define a "bona-fide" work offer and a "justifiable" refusal, and to hear complaints. It is significant that with the establishment and efficient functioning of this committee, community interest in alleged job refusals has pallid.

The results of mass employment under the WPA without individualization and the plight of those thrown back on local resources were further elaborated by Virginia Wing and Margaret Johnson in their discussion of "Unmet Needs." Miss Wing urged administration of work programs on a case basis which would include budget analysis, physical examination and assignment to a suitable project. Miss Johnson graphically described what the removal of federal standards has done to state relief standards, the situation of those able to work for whom no jobs have been found under WPA, and the "gnawing anxiety" of families to whom employment on WPA has given neither security nor provision for bare necessities.

Speakers from Alabama, Arkansas, Colorado, Florida, Louisiana, Missouri, Nebraska, Washington and Wisconsin presented reports differing in specific detail, but incontrovertibly building up the evidence of the hardship to which the relief client is subjected due to withdrawal of federal financial support. Deprivation has been acute. Indifference towards relief and social needs is widespread. There was unanimity of testimony as to local apathy towards the relief situation and agreement on the need for federal leadership and funds, if a disastrous breakdown is to be averted.

FRIDAY EVENING SESSION

Friday evening's discussion found the delegates in a chastened mood. They ruefully admitted their failures in interpretation, and their growing unpopularity with the public. What to do about it was discussed—how to reach the public through neighborhood forums, joint committees and the like, and secondly, how to say what they have to say.

Some were not optimistic about educating the public. Jacob Fisher queried whether it is information the public lacks or whether class prejudices and self-interest will not prevent them from ever thinking and acting in behalf of full and adequate recognition of the needs of the unemployed. Do we not, suggested Harrie Lurie, have to wait upon a new political party, identified with the interests of the farmers and workers, for the writing of a clear-cut, specific platform of sound social action?

Early in the evening Grace Marcus threw out a challenge: We as social workers dealing with the public forget our techniques as case workers. We regard the public as an undifferentiated mass; we have not studied it sufficiently; we expect from it professional reactions identical with those we have learned through long disciplines; we are even hostile to it.

SATURDAY MORNING SESSION

On Saturday morning Harry Greenstein, after reviewing the fortunes of work relief in other centuries and other countries, opined that in this country the predominating sentiment at the present time is still against the so-called "dole," and in favor of work programs for the unemployed. There seems to be a growing feeling, however, on the part of business interests that large public expenditures for work projects are too costly, and should be abandoned in favor of direct relief. This does not reflect the attitude of social workers of the country who have consistently urged the value of providing real work at real wages for the unemployed.

Gaps in Government Program

Enough time has now elapsed to appraise the strengths and weaknesses of the WPA as a relief measure. Reports from New York and Chicago indicate that direct relief rolls have not been decreased to the extent expected. It is estimated that there are now at least two and one-half million cases on direct relief, rather than the million and a half contemplated when the WPA program was launched.

Commenting on the recent AASW survey of relief needs, Mr. Greenstein said that public work should be offered insofar as possible on the basis

of ability to work and not on the basis of need of relief.

Ewan Clague queried "to what extent will the Social Security Act reduce the relief load?" Immediately, he believes, it will do little. First, the old age annuities and the unemployment compensation features of the Act are matters of the more distant future due to the time stipulation which they contain. Secondly, because public assistance grants are contingent upon state and local initiative, a state may choose not to participate in the program, or choose to participate only in a particular feature. Furthermore, legislative delay and constitutional limitations will postpone the operation of social security in some states for several years. Finally, there are a number of already bankrupt states whose economic condition makes participation an impossibility.

Generosity No Substitute for Justice

Linton Swift emphasized the high quality of work demonstrated by relief agencies, the desirability of the discontinuance of public subsidies to private agencies, and the thesis that major responsibility for relief should be carried by governmental agencies. Generosity as shown by voluntary effort will always have its place but not as a substitute for justice. Governmental agencies are the channel through which society as a whole determines and discharges its social responsibilities. The private agency in the role, not of a competing entity but as part of the public agency's constituency, through its board and membership can offer the public agency the participation of informed laymen. Specifically, the private agencies can help in meeting current widespread attacks on public relief administration; offer constructive criticism of real defects; interpret the needs and points of view of the victims of industrial maladjustment; study and interpret the human aspects of the relief problem; and point out the importance to individual morale of the type of personnel responsible for relief administration. They can help recruit and train adequate personnel and can seek to remedy the instability which discourages the overworked public welfare staffs. The public agency can interpret the need of the private agency service and offer constructive criticism of its defects.

Relief Financing

Dr. Roy Blough, Professor of Economics, University of Cincinnati, pointed out that a suitable plan for financing relief is complicated by the consideration that relief financing is an element of, and cannot be divorced from, the general problem of inter-governmental fiscal relations, the first of which is that the area responsible for the necessity of performing a governmental function should

bear the cost of performing that function. Since the area of responsibility for unemployment is as broad as the nation, the responsibility for relieving the suffering caused by it falls on the nation, to be met through the only general national organ—the federal government. Children will not necessarily spend their productive years where they were reared, nor do old people necessarily spend their declining years in the region where their industrial life was spent. Rearing children and caring for old age are normal and expected parts of the economic cost of production, and are chargeable at least in part to the nation as a whole.

Dr. Blough concluded that the federal government should look forward to making contributions to the financing of relief on a relatively permanent basis; but it should not directly administer either direct relief or a works program for relief, such as the WPA. Federal contributions for relief should be in the form of grants-in-aid, at least a portion of which should be of the equalization type. The principles and standards underlying grants-in-aid should be established by Congress, while the detailed methods of computing such grants should be left to an allocating body.

SATURDAY AFTERNOON SESSION

Carrying forward the discussion of federal, state and local sharing in meeting the relief problem, Saturday afternoon speakers further emphasized principles in joint responsibility and the measuring sticks for appraising this sharing. Personnel standards as well as "knowing the relief load through statistics" were points emphasized.

In any new federal program, William Hodson pointed out—a good administrative plan would include grants-in-aid meeting the needs of distressed areas, and a plan for equalizing the burdens among the states in proportion to their financial capacity to meet it; a minimum standard of relief and of administrative efficiency, leaving responsibility directly in the hands of the local governmental unit closest to the needs of the people; and a greater division of responsibility, which takes into account the interplay between three levels of government.

Standard Setting Responsibility

The present Social Security Bill does not go far enough in carrying the standard-setting responsibilities of the national government. They should include proper kinds of fiscal control which should, however, not be confused with administrative control; minimum standards of relief administration; and minimum standards of personnel. The right to establish good standards of personnel is the most important of all, Mr. Hodson said. "Take the poorest law you know anything about and take good personnel, and that law will

be properly administered. Take the best law there is with poor personnel and it won't be."

Centralized administrative control of the detailed variety was scored by Mr. Hodson. "Federal supervision, when detailed and meticulous, defeats its purpose of providing leadership. The federal government should place a telescope on the major trends instead of focusing a microscope on the details."

Training the Personnel

Florence Sytz further developed the question of personnel for social welfare services, stating that social workers should acquire competence in the field of administration of compensation and employment services, as well as of relief. This would mean broadening the program of professional education. At present there is difference of opinion as to whether administrators of relief programs should be professional social workers, and emphasis is placed on administrative technique as an art in itself. In contrast to this point of view, she quoted Dr. Ellen Potter in saying that the administrator should grow up through the ranks of the agency, and should know the job which he is supposed to administer.

She pointed out the possible revival of apprenticeship training as a result of the rapid development of public welfare services, and the need for differentiating between training in professional schools and in-service training. Both are important, but not interchangeable. In selecting personnel we should concentrate on those who can eventually qualify professionally, and should include in agency training programs the objective of promoting further professional training.

The AASW together with the professional schools will have to meet the problem of securing merit system provisions under the Social Security Act. As the situation stands, no such protection is provided for personnel in the new services, but it is necessary at the top of the administrative ladder if the organization is to be protected from the strain which is inevitable.

Comprehensive Relief Statistics

Ralph Hurlin stressed the need for a permanent program for national relief statistics, and pointed out that the federal government had launched its earlier relief programs without benefit of statistics but that the FERA developed a comprehensive statistical program. There is danger at the present time that this will be abandoned with the termination of the FERA. He urged that the Association and its individual members assume responsibility for trying to prevent this imminent breakdown. The Social Security Board will probably set up a statistical program for its own administrative purposes, but we need

a program that will cover all types of relief, and show trends in general relief in relation to those in the categories covered by the Social Security Act. We need statistics of personnel and wages, as well as of average relief grants broken down by size of family as well as by case.

SATURDAY EVENING SESSION

On Saturday evening, Aubrey Williams struck some notes which were decidedly not in harmony with the prevailing theme of the Conference. In a prepared statement he sketched the successive steps by which the federal government arrived in 1933 at open acceptance of the responsibility for relief. The present situation is, he said, an attempt to set reasonable limits to that responsibility. Outside pressure is being brought in two directions: first, to force the federal government out of relief altogether, which he characterized as a move of the wealthy employing classes to protect their privileges of exploiting the workers; and second, to force the government to participate in both direct and work relief. He believes that the record of states in wilfully doing less than they are able and the presence of untapped state and local resources, justifies the federal government in refusing to continue to bear an unrestricted responsibility; and furthermore, that the re-entry of the federal government into direct relief would be followed by successive steps of regression, back even to the breadline stage. The unemployed have an inalienable right to work on a dignified basis, because of the values they as a class have created. Toward providing their relief in this form, the federal government has set its hand, while furnishing assistance to "unemployables" through the social security program.

Common Criticisms of WPA

Mr. Williams listed and discussed five common criticisms of the WPA.

1. It is affected by political considerations. This is a relatively unimportant charge. It is necessary to the success of the program that loyalty to the administration animate those in important executive posts; but inefficiency and discrimination in assignments cannot be tolerated.

2. The projects are not useful. He defended "boondoggling" and stated that the work program as a whole is one of which we may well be proud.

3. The continuing need of WPA assignees for the work is not established through reinvestment. This is true and for it the Administration makes no apologies.

4. The program is too costly. The question is, can this country afford to provide adequately for its unemployed? If not, what right has this government to survive? The inherently kind attitude of the American people is being modified by a

campaign secretly fostered by powerful interests to decry the unemployed. Part of this comes from weariness, but 95% comes from the motive of keeping down wages. The rise in average relief from \$17.00 in 1933 to \$30.00 in 1935 is due to the increase in work relief wages, the only way in which it can be done with popular approval. With the falling off in the work program of last summer, average relief dropped back to \$25.00. WPA wages average \$50.00. The present work program is more expensive, both because of cost of materials and because of a more adequate return to the workers than in the days of "penny-pinching, pantry-searching determination of budgetary deficiency."

5. The program does not completely cover the unemployed on relief. This is true. It is not unreasonable to expect states and localities with federal assistance in the form of social security to take care of the rest. In a few areas federal assistance in the direct relief program may have to be extended for a few weeks.

There is only one question, Mr. Williams said: Shall false economy and property interests, or shall the welfare of the whole people, dominate the relief program? Direct relief will eat out the vitals of the work program and destroy it. "If you must have direct relief, keep it separate; do not be a party to the attempt to return the unemployed to grocery orders."

AASW Policies Attacked

At the close of his prepared speech, and during the discussion that followed, Mr. Williams carried further the attack on AASW policies. He understands that a public employment program for the unemployed without reference to need is recommended. This would cost at least ten billion dollars for the next fiscal year—in his opinion a fantastic impossibility. He was at first incredulous, but had now been forced to recognize, that the Association demands the return of the federal government into direct relief. Even if some suffering results "we must not go back to this thing." But he does not agree that any widespread suffering exists. States and localities can prevent this if they are forced to do so. He has, however, "a deep sense of frustration about making anything decent out of a relief program." The workers themselves do not want it. Categorical relief is a different matter; it is conceivable that the federal government might cooperate with the states in a program of vocational rehabilitation for "some of the unemployables"—but not through the "too easy road of underwriting the states' responsibility for direct relief." Rather than trying to put pressure on the federal government and thus playing into the hands of the enemy, Association members,

he felt, should go home and put pressure where it belongs.

The Delegates Ask Some Questions

Participants in the discussion following Mr. Williams' address disclaimed for the Association any desire to substitute direct for work relief. On the contrary, it is desired that the work program be extended and improved. Federal participation in direct relief is called for in addition, because of our knowledge of insufferable conditions in many states and communities. It was asked: "How can the federal government expect the states to have a positive relief program when it has brought direct relief into disrepute as a federal activity? Was not the works program, in fact, established to supplement a direct relief program? Is it not illogical to have established direct relief as eminently respectable only a few years ago and to abandon it now as undesirable while introducing at the same time a partial program of federal aid to old age and mothers' pensions? Has not the federal government the most comprehensive responsibility for all unemployed, not only for one-third of them?" The FERA program permitting the building up in the states of the first relief program approaching adequacy; the withdrawal of federal influence has meant a sudden and spectacular crumbling of this edifice.

Ideals and Realities

Full credit was given by several speakers to the values and advantages of the WPA. There is no desire to interfere with the government's plan for a more adequate system of provision for the unemployed; but we see this very plan endangered by its obvious lack of effectiveness. The government should not make itself a champion of a single program which does not adequately meet the needs of the people. As to these needs, the Association is able to place facts against feelings. It is impossible for us to be heroic about our clients' suffering. While we are in accord with the government's ultimate objective to end unemployment by providing work for all, we must not close our eyes to today's realities. We believe that our immediate obligation is to meet the needs of people who are suffering now. We approve the complete separation of the work program and the relief program. We never want to go back to the bargaining for federal assistance which has been forced upon us by the federal government, to short time allocations not always based on state needs or state resources. The federal government must again come to the aid of the people in the states and communities, enabled to do so by its more flexible facilities for raising funds. Its resistance to providing funds for direct relief has strengthened the political currents in the states

and counties which oppose adequate governmental aid on any level.

SUNDAY MORNING SESSION

On Sunday morning the plight of the transient, referred to frequently by previous speakers, received comprehensive discussion by Dr. Ellen C. Potter. Briefly examining the causes of transiency, the development and later abandonment of the federal transient program, and mobilization of protest, when "the unthinkable had happened," by the National Committee on Care of Transients and Homeless, she stressed the Committee's conviction that transients did not constitute a category for relief purposes, although for convenience they had been thus segregated. A continuing transient program, she said, could not possibly exist outside an integrated federal, state, and local system of public welfare.

Transiency an Employment Problem

The problem of transiency is "primarily one of employment" with job-hunters making an "undirected search for work"—a search leading to frequent exploitation of their labor and to ultimate need for relief. The depression has not created this problem—it has only magnified it. Transiency is migration under a less agreeable name. Dr. Potter quoted the conclusions of the recent University of Pennsylvania studies on migration to the effect that "the main purpose should not be to reduce human mobility, but to make use of it, and to give it surer direction and purpose." In this the public employment service should play an important part.

Care of the transients should rest on the same agencies which are being developed for the care of the resident needy. This presupposes a co-operative federal, state, local relationship in the provision of funds, and division of administrative responsibility. For persons who have no ascertainable legal settlement in any state, it will be necessary for the federal government to make full financial provision.

For persons having settlement, but falling in need when away from their state of settlement, the speaker urged the development of "interstate compacts." This device is proving successful in the field of crime control and could probably be applied with equal effectiveness to some aspects of the problems of non-residence.

Dr. Potter advocated the inclusion of transient committees, with lay representation, in local and state councils of social agencies; extension of the public health service to provide needed medical service to the tuberculosis and venereally infected migrant; provision of ear-marked federal funds for general medical care; long-time planning for vocational training of youth; extension of federal

works opportunities to non-residents on an equal footing with residents; and continuing research in the causes and manifestations of transiency.

Imperative Need for Health Program

Antoinette Cannon presented the results of a study by the American Association of Medical Social Workers of medical care for persons on relief, showing that funds are everywhere too restricted to meet the need with resulting enforced neglect of any health problems except the most acute.

Our culture calls for care to the sick as a common responsibility, not only from motives of humanity, but from enlightened self-interest. Too much unpaid service has been allowed to rest on the medical profession, the community not even organizing itself to provide additional concomitants of care such as special shelter, food, nursing and medication.

A comprehensive program should not be confined to actual recipients of relief. It should comprise both curative and preventive elements, institutional and home care.

The chief difficulty of administration comes when there is a conflict between medical and financial responsibility. We have seen this most clearly when a relief agency with restricted funds paid for services of physicians and medical institutions not a part of the agency. To avoid such conflict of authority a principle of administrative unity should be followed. This means a medical organization with funds, or a social organization with doctors in responsible positions in it.

It is not necessary to have a program for the whole country under the same auspices. Communities differ as to the organizations in which the best and most responsible medical service is to be found, and as to the influence upon organizations of internal and external politics. Doctors and social workers interested in the people's health should take initiative in each community to make a program which will use that community's resources to the best advantage. In some places a board of health, in some a hospital department, in some a private health center may be the auspices under which the program will develop best. The program should, however, reach all who need care.

It would seem that the U. S. Public Health Service, under the Securities Act or some such provision, having money to be spent as grants-in-aid, could service useful purposes of leadership and aid in bringing standards of health care to a higher level in the country as a whole. At present, we are in respect to health care "a community of polyps. We must develop a central nervous system."

There will be no public health program at all

unless the medical profession is in the forefront of its planning. The points of view of the social worker, the individual practitioner of medicine, and the public health officer will have to be synthesized; but medicine is the "goose that lays the golden egg," without which social work would be helpless to develop a program for either the prevention or cure of illness.

Relief Partnership—Federal and State

Hugh R. Jackson, Secretary of the New York Governor's Commission on Unemployment Relief, predicted the inevitable necessity of the federal government's joining with the states in a stabilized relief partnership. He would confine the role of the federal agency to general definitions and limitations of the relief program, preferably set forth in the law, and to the approval of general state plans of supervision and administration of public relief. The federal unit should require basic statistics and accounts, and, through adequate field supervision, should offer counsel and advice to see that the approved plans of the states are executed. In the event of major deviations from the stipulated plans, the federal government should, of course, be empowered to withhold federal grants.

To the states themselves must be left the major responsibility for the supervision of the actual administration of relief and the determination of administrative regulations and policies for the conduct of the public welfare enterprise. Such relief should be directly administered by city and county departments of public welfare under the general guidance, supervision, and control of the state relief agencies.

"The most important issue facing many of our state governments at the present time," he said, "is the reorganization of permanent state welfare departments or the creation of such departments to adequately cope with the greatly expanded functions of public welfare. The time is at hand when the states must consolidate their permanent relief services with the newer welfare activities occasioned by the depression which are still masquerading under the title of 'temporary' or 'emergency'." The combination of all relief services into a single permanent welfare department must provide for an integration of the provisions for assistance to the special classes or categories in order to prevent duplication and in order to provide a well balanced program to care for the needs of the various dependent groups in our communities.

SUNDAY AFTERNOON SESSION

The Committee on Resolutions presented its report at the Sunday afternoon session. After discussion, the resolutions presented by the Divi-

sion on Government and Social Work and a resolution on medical care were approved by the Conference and the report of the Resolutions Committee was adopted. The report of the Committee and the resolutions of the Division on Government and Social Work are printed in full elsewhere in this issue of *The Compass*.

REPORT COMMITTEE (AND ASSISTANTS)

Joanna C. Colcord, *Chairman*

Mrs. Mary C. Burnett	Russell Kurtz
Martha Chickering	Alice Leahy
Hester Crutcher	MacEnnis Moore
Anita Faatz	Margaret Rich
Mrs. Elinor Hixenbaugh	William Savin
Hertha Kraus	Mrs. Gertrude Springer

The Conference Radio Broadcast

The Conference radio address of Grace Abbott over the NBC Blue Network Saturday morning, February 15th, marked a departure from previous policies of the Association in connection with the Delegate Conference.

Speaking from the studio of station WMAL in Washington Miss Abbott delivered a fifteen minute address on the subject of "Security and Relief," touching the high points of a paper delivered at the opening session of the Conference.

Communications already received both from chapters and non-members indicate that her radio talk was well received. Several chapters have reported that "radio meetings" in their communities were successful.

At this writing the national office has not received a sufficient number of responses to indicate whether the program was heard in all parts of the country, but from clippings and correspondence which have come to the attention of the Conference committee there is every indication that the radio broadcast helped to focus public attention on the Conference subject.

Via Western Union and Postal

That the eyes of social workers were focused on Washington during the Delegate Conference is indicated by the many telegraph messages received during the sessions. Below are a few of the many received from different points of the compass.

PUERTO RICO

Eighty percent of the population of Puerto Rico eligible for relief. Amendment now before Congress enabling creation welfare department in Puerto Rico, also urging extension social security. Request possible help of committee on insular affairs. Join endorsement of relief work program outlined in "Compass." Urge including Puerto Rico on basis of States.

Society of Social Workers

MICHIGAN

Council of Social Agencies Kalamazoo County respectfully urges you to use your influence with federal relief authorities in helping us to avoid pending relief crisis here. Average emergency relief allowance less than four cents per meal per person with no allowance for rent because relief funds must be spread to care for four hundred employable cases not eligible for WPA assignment. Private agencies not prepared for emergency.

Merle M. Moshier, *Secretary*

CALIFORNIA

Breakdown of federal transient program in California resulted in Los Angeles police activities whereby they patrol state border refusing admission to indigent transients. Transient able bodied men within Los Angeles being sentenced to jail and rock pile or placed in box cars leaving state. Federal provision for care of transients urgently needed to relieve acute situation.

Mary Stanton, *Los Angeles County Chapter
American Association of Social Workers*

FLORIDA

Florida transient committee of fifty leading citizens urges your organization to stress the need for federal assistance in solving transient problem. Problem interstate in character too complex for individual states to handle alone besides fact that thousands are being denied relief and work in a country where millions appropriated for relief. Unless effective federal and state action is promptly taken constitutional right as well as necessities of life will continue to be denied these people in a thoroughly un-American manner. This committee after long study has made specific recommendations for joint federal and state participation which we believe offers workable solution of serious situation. Copies of these recommendations will be distributed to every delegate your conference tomorrow morning.

James Donn,
Florida Transient Coordinating Committee

The Press!

"This, for the moment, is The Press," said President Kahn (indicating a table at which two lone observers were seated) during the first few minutes of the opening session of the Delegate Conference.

She had just announced to the Conference that the policy followed at previous Conferences of closing the sessions to the press had been changed and that reporters were to be permitted free access to the sessions "to draw their own conclusions" from what might be said.

The conclusion drawn from newspaper clippings already received at the national office is that this change in policy was wise. Not only did the press devote considerable space to the sessions, but reported the activity and remarks of discussants and speakers with a high degree of accuracy.

Punctual releases which went to all news services and accredited correspondents in Washington twice daily kept those sources informed of the Conference activity. Inasmuch as sessions were open to the press the accuracy and validity of such releases could be checked.

The fact that all news services and correspondents were informed in advance that sessions would be "covered" by releases and additional information would be made available upon request, helped establish a satisfactory working arrangement with Washington newspaper writers. The net result of this arrangement was a "good press" for the Conference.

They Said —

A few pointed paragraphs from Conference papers:

"The problem of the unemployed and their needs cannot be solved by sleight of hand . . ."

—Dorothy C. Kahn

"... a permanent assistance program which will adequately provide for those who are in need . . . is greatly needed."

—Grace Abbott

"... to most previously self-supporting workers dependency means a terrifying submergence into the anonymous mass of the dispossessed . . ."

—Grace Marcus

"It is clear that WPA and other work programs do not and cannot provide for more than a large fraction of those unemployed and able to work . . ."

—Harry Greenstein

"... what is most needed at the moment . . . is some stop gap methods by which the worst of the present needs may be met while the Social Security Program has a fair opportunity to develop to the point where it is functioning at full efficiency . . ."

—Ewan Clague

"... The relief which may be given by private agencies . . . will be more and more incidental to other services, with no pretense to 'cover' a community-wide problem . . ."

—Linton B. Swift

"... since the area of responsibility for unemployment is as broad as the nation, the responsibility for relieving the suffering caused by it falls on the nation to be met through . . . the federal government."

—J. Roy Blough

"I see no logic . . . in the creation of federal assistance for particular classes of our population . . . while not participating in what must be the basic form of public assistance—home relief."

—Hugh R. Jackson

Reprints Available

Reprints of the Association's "Outline for a Federal Assistance Program" (pages 4-7 of this *Compass*) are available for distribution. Chapters and members who wish to have copies for their own use or for other interested organizations and individuals may secure them from the national office.

J. Prentice Murphy Helen Hart

The Conference paused in its regular proceedings to pay tribute to two members of the Association who have died recently—J. Prentice Murphy and Helen Hart.

A resolution testifying to the contribution made by Mr. Murphy was presented by Katharine Lenroot and adopted by the Conference.

Word reached the Conference by telegram of the sudden death of Helen Hart, who had been expected as a delegate from the Connecticut State Chapter.

DELEGATE CONFERENCE ATTENDANCE CHAPTER DELEGATES AND ALTERNATES

Alabama State—Mrs. Albert Caro

Arkansas State—Mrs. W. P. McDermott, Mrs. Lucille Mulhall

Los Angeles—A. C. Price, Freda Mohr

Northern California—Martha Chickering, Naomi Duetsch

Colorado Springs and Denver—Dorothy Faus

Connecticut State—Amelia Wenderoth, Mary Turner, Byron Hacker

Delaware State—Alice Caskie, Alice W. Rue

Washington, D. C.—Elwood Street, Ray L. Huff,

Herbert L. Willett, Jr., Mrs. Margaret Ford, T. Blaine Gwin, William H. Savin

Florida State—Mrs. Ruth W. Atkinson

Atlanta—Angela Cox, Edward Kahn

Chicago—Louis Evans, Mrs. Gudrun G. Rom, Mrs. Ravenna Van Houten, Irving Furst, Florence Eldridge, William F. Byron, Elizabeth Hughes, Jennie Rovner, Mrs. Coral Brooke, Frances Kernohan, Mrs. Mary Keefer, Anne Bigus, Irene Kavin

Illinois State—Frances Guggenheim, Grace Powers, Helen Dart

Indianapolis—Ruth Martin, Helen Pearson

Iowa State—Jeanette MacGregor

Wichita—Esther Twente

Louisville—Nell Whaley, Artis James

New Orleans—Mary Raymond, Carmelita Janvier

Baltimore—Anna D. Ward, Esther Lazarus, Marie C. Judge, Gertrude A. Glick

Boston—Malcolm S. Nichols, Roy Cushman

Western Massachusetts—Ethyl J. McNair

Worcester—Mrs. Agnes Chamberlayne, Alice Fosdick

Detroit—Rev. Frederick Siedenburg, Irene Murphy, Raymond Baarts, Ella Cowgill, Borghild Halvorsen, Mrs. Kathleen Lowrie

Grand Rapids—Thomas Devine

Twin City—Louise M. Clevenger, Gertrude Vaile, Elsa Castendyck

Kansas City—C. Whit Pfeiffer

St. Louis—Frank J. Bruno, Caroline Bedford, Weltha M. Kelley, Peter Kasius, Mrs. Margaret Kelly, Rev. John J. Butler

Nebraska State—Ernest F. Witte

New Jersey State—Simon Doniger, Dr. Ellen Potter, Jean Kennedy

New York State Council—Mrs. Mary B. Holsinger

Buffalo—Rev. Leo A. Geary, Clara Ann Ball

Fort Orange—Dr. Helen Jeter, Hester Crutcher

New York City—Edith S. Baxter, Adeline A. Bufington, Grace Marcus, Kathleen O. Larkin, Mrs. Dorothy R. Grotz, Adele Hamerschlag, Mary L. Gibbons, Helen Crosby, Russell Kurtz, George W. Rabinoff, Margaret Rich, Lorraine D. Walling, Anne Rebeck, Capt. J. Fletcher Agnew, Cora Kasius, Mrs. Elizabeth Mills,

Chester R. Brown, Virginia Maxwell, Edith Shatto King, MacEnnis Moore, Helen Noyes, Helen M. Oster, Sara Lee Persky, Elizabeth Dutcher, Ropic Armaghian

Rochester—Esther M. Hilton, Winona Young, Marie C. Murray, Kathleen d'Olier

Syracuse—Harriet M. Newhall

North Carolina State—Eloise E. Banning, Chloris Kellum

Akron—Mrs. Myrtle Johnson, Vera Miller

Cincinnati—Rhoda O'Meara

Cleveland—Philip Bernstein, Margaret Johnson, Edward Lynde, Clark Mock, Louise Root, Lois Porterfield, Florence Mason, W. I. Newstetter, Virginia Wing, Henry Zucker

Columbus—Isabel Walter, Stockton Raymond

Dayton—Arch Mandel, Louise McDonnell

Toledo—Minnie Byrne, Mrs. Oma Town

Ohio State Council—L. Genevieve Griffin, Elinor R. Hixenbaugh

Oregon State—Mrs. Azile Aaron, Father Lucian Lauerman

Harrisburg—Donald G. Galehouse, Margaret Brooke

Lehigh Valley—Mrs. Dorothy Osborne

Northeastern Pennsylvania—

Philadelphia—Mrs. P. H. Valentine, William Gilbert, Helen Wallerstein, Anna Bramble, Claire Thomas, Dorothy Wiesner, Louise Brown, Mrs. Thelma Duvinage

Pittsburgh—Isabel Kennedy, Margaret Miller, Frank J. Skalak, Nell Scott, Verna Smith, Hertha Kraus

Pennsylvania State Division—Mrs. Mary Clark Burnett, Helaine A. Todd, Mrs. Edith Miller Tufts, Charlotte Parrish

Rhode Island State—Clarence A. Pretzer, Harry Carey

South Carolina State—Lavinia Keys

Lynchburg-Roanoke—Gertrude E. Satchwell

Richmond—Miriam H. Dettelbach, Aileen Shane

Seattle-Tacoma—Mrs. Emily C. Harris

Madison—Kathryn Goodwin

Milwaukee—Benjamin Glassberg

Non-Chapter—Nell Whaley, Lydia Eicher

NATIONAL COMMITTEE MEMBERS

Edith Abbott	Loula Dunn	Peter Kasius	Dr. Ellen Potter
Lillian Adler	Anita Faatz	Jacob Kepecs	Lillian Quinn
Ruth Blakeslee	Anne Geddes	Alice Leahy	Stanton Strawson
S. P. Breckinridge	Harry Greenstein	Katharine Lenroot	Linton Swift
Antoinette Cannon	Rachel Gross	Harry Lurie	Florence Sytz
Mrs. E. R. Castle	Marion Hathway	Florence M. Mason	Lea D. Taylor
Ewan Clague	William Hodson	Mrs. Henrietta Mayfield	Joseph P. Tufts
Joanna Colcord	Mary A. Howell	James Nicholson	Mrs. Bessie Bloom Wessell
Frederick I. Daniels	John Ihlder	Rev. Dr. John O'Grady	Mary Whitehead
Elizabeth Dexter	Dorothy Kahn	Kenneth Pray	

REPRESENTING FEDERAL GOVERNMENT OFFICES

Charles Alspach	Ellen Commons	Howard Hunter	Thomas B. Rhodes
Henry Arthur	Ross Eckler	Alden Lillywhite	Dr. D. Schaffter
Mary Irene Atkinson	Charles B. Eliot	Alice Liveright	Marjorie Shearon
Frank Bane	Dr. Martha Elliott	Emma Lundberg	Col. Walter L. Simpson
Karl Borders	Edith Foster	Wilhelmina Luten	J. R. Steelman
Camela Brown	Agnes Hanna	Elizabeth McCord	T. K. Tindale
Josephine Brown	Philip Hauser	Howard B. Myers	T. E. Whiting
Dorothy Bucklin	Jane Hoey	Joseph Moran	Dr. Emma Winslow

REPRESENTING NATIONAL LEAGUE OF WOMEN VOTERS

Edith Rockwood	Mrs. Elwood Street	Mrs. John Allen Morgan	Lavinia Engle
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REPRESENTING AMERICAN PUBLIC WELFARE ASSOCIATION

Catherine M. Dunn	Joseph L. Moss	Alice Nutt
Fred Hoehler	Charles A. Neal	Gay B. Shepperson
Glen Leet	Thomas Neblett	Marietta Stevenson

REPRESENTING NATIONAL AGENCIES

American Association of Schools of Social Work, Elizabeth Wisner	National Conference of Social Work, Howard R. Knight
American Federation of Labor, S. P. Meadows	National Association for Travelers Aid and Transient Service, MacEnnis Moore
American Red Cross, Robert S. Bondy	National Federation of Business & Professional Women's Clubs, Ellen C. Potter, M.D.
American Social Hygiene Association, Ray H. Everett	National Committee for Mental Hygiene, Winifred Arrington
Association of Junior Leagues of America, Virginia Howlett	National Council of Y.M.C.A., Secretaries from Washington, D. C.
Child Welfare League of America, Ruth Taylor	National Co-ordinating Committee of Rank and File Groups in Social Work, Jacob Fisher
Community Chests and Councils, Allen T. Burns	National Organization for Public Health Nursing, Dorothy Deming
Family Welfare Association of America, Linton B. Swift	National Probation Association, Charles L. Chute
Federal Council of Churches of Christ in America, Worth M. Tippy	National Social Work Council, David H. Holbrook
Inter-Professional Association for Social Insurance, Albion Hartwell	Salvation Army, Chester Brown
National Board of Y.W.C.A., Genevieve Lowry	Social Work Publicity Council, Baird Middaugh
National Conference of Catholic Charities, Rev. John Butler	United States Conference of Mayors, Paul V. Betters
National Conference of Jewish Social Service, Morris Klass	

ATTENDING AS OBSERVERS

Mrs. Isabel Carter, Baltimore	Margaret C. Norman, Washington, D. C.
Dorothy Everson, Baltimore	Rose Porter, Kansas
Mrs. Helen K. Hill, Arkansas	Anna F. Schneider, Washington, D. C.
A. R. Kimpel, Toledo	Gertrude Springer, New York City
Father Leonard, Baltimore	Paul Webbink, Washington, D. C.
Mrs. Pauline Miller, Baltimore	R. Clyde White, Indiana
M. M. Nolan, Toledo	

Miss Mary E Murphy
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